DOCUMENT RESUME

ED 059 826 RC 005 995

AUTHOR	Christiansen, Rudolph A.; And Others
TITLE	Community Action for Recreation Development.
INSTITUTION	Wisconsin Univ., Madison, Univ. Extension.
SPONS AGENCY	Economic Research Service (DOA), Washington, D.C.
PUB DATE	Nov 71
NOTE	24p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Community Action; Economic Development; Federal Programs; Natural Resources; *Private Agencies; *Recreational Facilities; *Recreation Finances; *Rural Development; Social Environment; Tables (Data)

ABSTRACT

Examples of projects, notably those using watersheds, that local community action groups can promote in planning and developing needed recreational facilities are discussed in this study report. Objectives of the report are to create an awareness of group action in obtaining recreational development, to emphasize that community action is important in total rural development, and to point out that traditional private and/or public recreational development is incomplete. Local community action groups--organized as associations, nonprofit corporations, cooperatives, or municipalities--are described as powerful forces in rural and recreational development. The role of the Farmers Home Administration in providing loans for recreational development is presented. Also, information is given concerning the part cooperatives (an established form of local action in Wisconsin) play in furthering recreational development. A summary is included, and some possible effects of recreational development on the community are listed. This report shows that both water- and land-based recreational facilities can be established, in locations where the private or public sector is not now providing these facilities, if there is local interest plus adequate planning, and if financial assistance is available. (PS)

ED 059826

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

COMMUNITY ACTION FOR RECREATION DEVELOPMENT

A Cooperative Publication of:

The Recreation Resources Center
University Extension / School of Natural Resources
The University of Wisconsin

and

Natural Resource Economics Division
Economic Research Service
U. S. Department of Agriculture

November, 1971

RC 005995

SUMMARY

This study presents examples of the ways that community action groups are working together to provide local recreational facilities. The statistics and data are used for illustrative purposes and to focus attention on the central problem--how to provide recreational facilities in locations where the private or public sector is not now providing them.

There is evidence that local community action groups can play an important role in promoting, planning, and executing needed recreational development. Community action can be interpreted as another form of recreational development alongside the more traditional public and private approaches.

The privately owned resort, located on private land, or the public campground, located in the State or National forests, are well-known examples of private and publicly owned facilities, respectively. In addition, there is the golf course or the recreation park which exists because local people were sufficiently interested in getting together and organizing either an association, a nonprofit corporation, or occasionally, a cooperative. Of great importance in these latter enterprises is the fact that interest at the local level was sufficient to result in aggressive community action that culminated in providing recreational facilities.

Necessary recreational development is inadequate in many areas of the State because either privately owned facilities are not profitable or publicly owned facilities cannot be provided. This report shows that both water- and land-based recreational facilities can be established in such areas if there is local interest plus adequate planning, and if financial assistance is available. For example, the creation of a lake impoundment in an area with few or no natural lakes, together with a surrounding public park, opens up an array of new recreation facilities which can be either land- or water-based.

COMMUNITY ACTION FOR RECREATION DEVELOPMENT

By

Rudolph A. Christiansen, Sydney D. Staniforth and Steven J. Pamperin*

INTRODUCTION

The people of a community, working together, can often achieve goals which are many times out of the reach of the individual. Interests of the group, translated into community action, can result in channeling the financial, physical, and managerial resources of the community toward the solution of a particular goal or objective.

We customarily appraise recreational development in terms of available private and public facilities. Private development usually involves facilities such as resorts and lodges, riding stables, and ski complexes; public development usually involves facilities located on Federal or State land, or on land owned by the county or other local governments. Campgrounds, picnic areas, hiking trails, and snowmobile trails are a few examples.

In addition to the above described private and public sectors, a third sector seems to be rapidly emerging. It has been labeled "community action" in this report. The authors feel that this sector has the potential for becoming a growing and important force in recreational development. In this regard, there is mounting evidence that people in rural Wisconsin communities are joining together to provide needed recreational facilities. Sometimes they organize as associations or nonprofit corporations and, in a few instances, as cooperatives or municipalities. Other times people just get together on an informal basis. In all instances, "community action" is involved.

* Agricultural Economist, Natural Resource Economics Division, Economic Research Service, USDA, Madison, Wis.; Professor, Department of Agricultural Economics, College of Agricultural and Life Sciences, Univ. of Wisconsin, Madison; and graduate student, Department of Agricultural Economics, Univ. of Wisconsin, Madison, respectively.

The purpose of this report is to emphasize the role that local community action groups in Wisconsin can play in promoting, planning and executing needed recreational development. Recreational facilities are not adequate in many areas of Wisconsin, either because privately owned facilities are not profitable or because it is not possible to provide publicly owned facilities. However, both water- and land-based recreational facilities can be developed in such areas if there is adequate interest, sound planning, and adequate financial assistance. The creation of a lake impoundment, for example, in an area with few or no natural lakes, together with a surrounding public park, opens up an array of new recreational facilities which can be either land- or water-based.

Community action and rural development

Community action as a tool for achieving recreational development has even broader applications for the stimulation of rural development in a given community or area. To evaluate this tool requires that we step back a little and observe its potential.

Today, 14 out of 20 people in the United States live in our urban centers. Seventy percent of the total population in the 48 contiguous states live on about one percent of the land. The flow of people from the countryside to the central cities has caused ever-deepening environmental problems.

This migration to the city has also caused trouble spots in the countryside. Rural America, with about one-third of the nation's population, has nearly half of its poor housing and nearly half of its poverty. Much of rural America's best brain power has been attracted to urban areas. Small farmers, sharecroppers, and farmworkers, the main support of the rural towns, have been seeking and finding opportunities elsewhere.

It is often stated that the solution to the problems of the city is to reverse the population movement back to the countryside. However, this can only be achieved by revitalizing partially abandoned existing villages and towns in the rural areas and helping to plan and build new towns and cities. Thus, there are twin problems

begging for solution--the rebuilding of rural areas and the easing of population pressure on our cities. They are highly inter-related.

> "Rural migration to the city compounds the problems of metropolitan compaction. Yet, the answer to the problem of rural migration and the solution to the central city plagues are as close by as America's countryside.
>
> This is what rural development is all about. It is taking action now to create more economic opportunities and a better environment in countryside America--which will simultaneously help create more beautiful, livable American urban areas with expanded opportunities and a better quality of environment for urban dwellers.
>
> In some respects, it is similar to downstream flood control. The best flood prevention measures are to catch and hold the water upstream in beneficial uses. Thus both those living upstream and downstream are benefitted." (President's Task Force on Rural Development).1/

The above statement emphasizes the close relationship of the two problems. The creation of economic opportunities and a better environment are mentioned as the two important thrusts of rural development. This report is concerned with the latter--improving the environment through the creation of needed recreational activities. Rural development cannot be expected unless the people who are going to live in the developing community can be reasonably assured of a good environment. Providing appropriate outdoor recreation facilities is at least one of the cornerstones for upgrading the environment in a now underdeveloped community or area. However, the horizon is broader. Not only recreation is involved, but community development as well.

THE SOURCE OF DATA AND OBJECTIVES

The information provided in this report was not obtained on a sample basis; it was collected wherever available from agencies and individuals willing to assist and cooperate in the study. It is hoped that the presentation of the findings will help to define and demonstrate "community action" as a tool to further the establish-

1/ From report titled "A New Life for the County." Based on the report of the President's Task Force on Rural Development, dated March, 1970, p. 2.

ment of needed recreational facilities and thereby enhance overall rural development.

Although some financial information is provided regarding the different recreational facilities, this study does not have as a major objective an appraisal of their economic soundness. The data used were included primarily for demonstration purposes.

Data and other information were obtained:

1. From the Farmers Home Administration, USDA, which provided information on loans made to associations or nonprofit corporations in Wisconsin for establishing recreational facilities.
2. Data and other information resulting from the establishment of small watersheds in Wisconsin under Public Law 566.
3. From recreational developments created under cooperative arrangements in accordance with State statutes. Those discussed are based principally on information from the Farmer Cooperative Service, USDA.

It is recognized that the above three sources do not exhaust the field. However, the authors felt that the illustrations and examples were sufficient to emphasize the following objectives:

1. To create an awareness of group or community action as a means of obtaining recreational development.
2. To emphasize that community action is not only important in regard to recreation, but should be viewed as an important tool in total rural development.
3. To point out that traditional private and/or public recreational development reveals an incomplete story--community or group action should be included.

The following pages provide a few examples of local "community action." Primary interests or goals centered around providing recreational facilities.

These examples can, in a general way, be divided into two parts or categories:

1. Recreational developments that are primarily water-based.

2. Recreational developments that are primarily land-based.

It should be recognized that neither category presented is mutually exclusive of the other. Land, water, forest cover, wildlife, etc., represent the recreation resource mix often required for a successful recreational development, whether such a development is primarily land- or water-based.

THE WATERSHED--AND COMMUNITY RECREATIONAL DEVELOPMENT

A watershed can be large or small. The Mississippi river, for example, drains about two-thirds of the State of Wisconsin. But there are many smaller watersheds--the small rivers, creeks, and brooks that carry water from the land to the larger rivers. The watershed can be very important to the people living in and adjacent to its boundaries. During flood conditions there can be destruction of physical property including buildings, crops, roads, and bridges, and worst of all, danger to human life. But water flowage control can eliminate these problems, making possible the orderly and best use of the watershed's resources. Flood control takes well organized teamwork at the local, State, and Federal levels. Such teamwork was made possible in a practical manner when the Watershed Protection and Flood Prevention Act (Public Law 566 - 83rd Congress) was passed. Watershed associations are organized in all watershed projects. The local directors of the associations are charged with the responsibility of protecting and improving their watersheds, and guiding the planned programs through to completion. This takes local interest and teamwork, involving well organized community action.[2/]

2/ The Wisconsin State office of the Soil Conservation Service (SCS) of the U. S. Department of Agriculture, located at Madison, Wisconsin, administers the watershed program in Wisconsin. A State Soil and Water Conservation Committee, however, represents, by law, the Governor of the State in approving watershed (continued on page 7)

Multi-purpose recreational developments

As of January 1, 1970, there were about 30 watershed projects in Wisconsin that had advanced beyond the application stage. Ten of these had been completed or were close to completion, including such work as the construction of floodwater retarding structures, grade stabilization, stream channel improvement, streambank protection, the establishment of conservation plans on individual farms, and recreational facilities where such had been planned.[3/] Multi-purpose development of the watershed, involving not only needed flood protection but water-based recreational activities as well, calls for widespread local interest.

By early 1970, there were 13 Wisconsin watersheds with planned, and in some instances completed, recreational facilities (Figure 1). Table 1 shows their location by county, acres of water in the impoundment, and size of the adjacent parks. Fifteen different water impoundments are involved--the Twin Parks and Pine River watersheds have two recreation developments each.

The lakes average 154 acres; the adjacent parks average 899 acres or an average of 5.8 acres of park for each acre of water surface. The planning specialists involved with the projects state that, ideally, for every acre of water surface created by the dam structure, approximately 15 acres of park development would be required.

2/ (continued) applications. Local watershed associations, in turn, have a close working relationship with and assist soil and water conservation district supervisors. For several decades the conservation districts have been recognized and established by Wisconsin Statute, and therefore serve as a connecting link between the districts and the State Conservation Committee. Districts provide strong local leadership for local watershed development. The Soil Conservation Service can, and does, provide needed technical and financial assistance via local soil and water conservation districts for the planning, designing, and installation of improvements in watershed projects approved under Public Law 566.

3/ See bulletin "Watershed Work in Action, 1968." Soil Conservation Service, 4601 Hammersley Road, Madison, Wis.

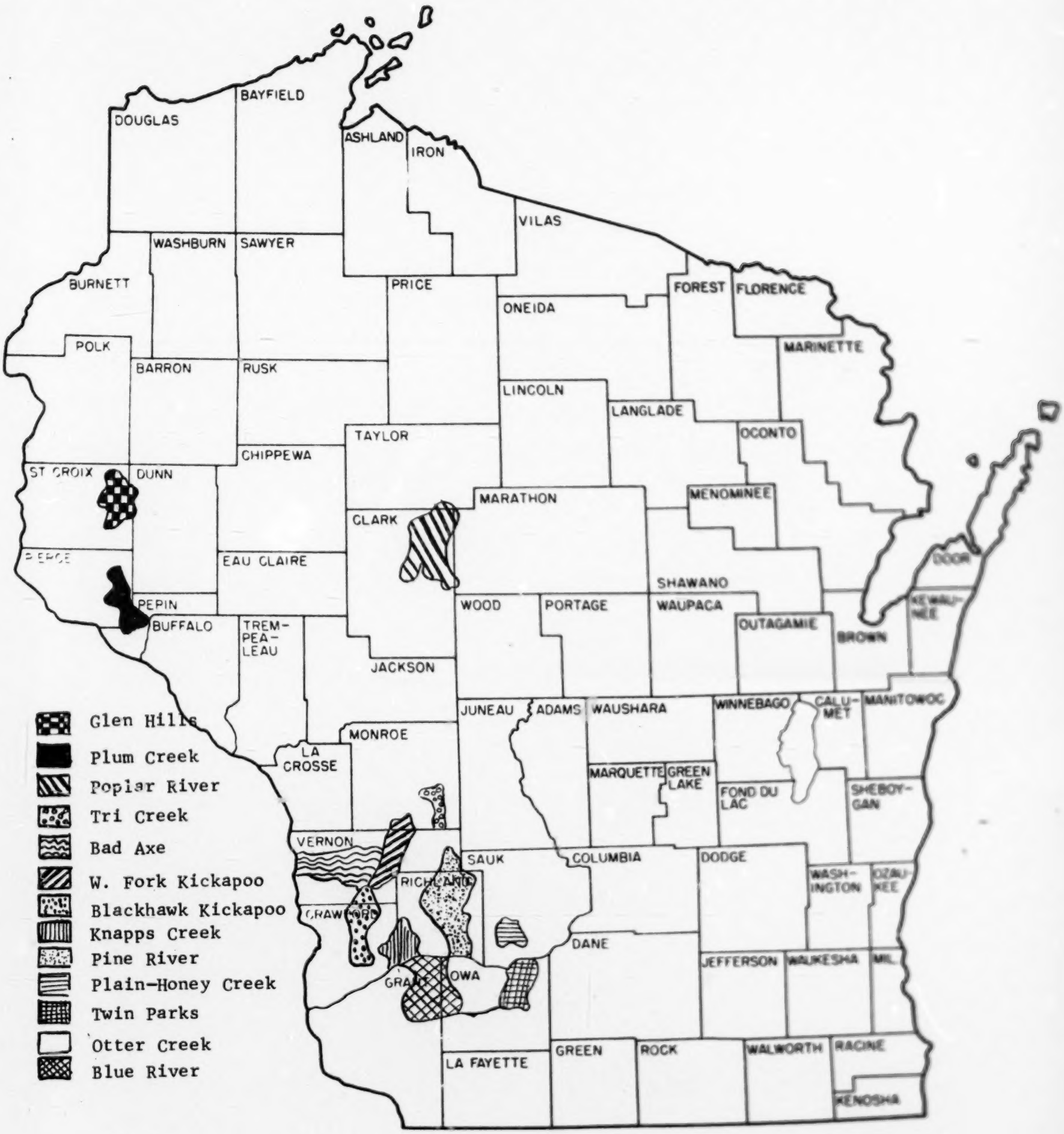

BAYFIELD
DOUGLAS
ASHLAND
IRON
VILAS
WASHBURN
SAWYER
BURNETT
PRICE
FOREST
FLORENCE
ONEIDA
POLK
MARINETTE
BARRON
RUSK
LINCOLN
LANGLADE
TAYLOR
OCONTO
CHIPPEWA
ST CROIX
DUNN
MARATHON
MENOMINEE
CLARK
PIERCE
EAU CLAIRE
DOOR
SHAWANO
PEPIN
WOOD
PORTAGE
WAUPACA
KEWAU-NEE
BUFFALO
TREM-PEA-LEAU
OUTAGAMIE
BROWN
JACKSON
JUNEAU
ADAMS
WAUSHARA
WINNEBAGO
CALU-MET
MANITOWOC
MONROE
LA CROSSE
MARQUETTE
GREEN LAKE
FOND DU LAC
SHEBOY-GAN
VERNON
SAUK
COLUMBIA
DODGE
WASH-INGTON
OZAU-KEE
RICHLAND
CRAWFORD
DANE
JEFFERSON
WAUKESHA
MIL.
GRANT
IOWA
LA FAYETTE
GREEN
ROCK
WALWORTH
RACINE
KENOSHA
Glen Hills
Plum Creek
Poplar River
Tri Creek
Bad Axe
W. Fork Kickapoo
Blackhawk Kickapoo
Knapps Creek
Pine River
Plain-Honey Creek
Twin Parks
Otter Creek
Blue River

Table 1. Multi-purpose watershed projects (Public Law 566) with recreational development, Wisconsin, 1970

Name of project	County	Project structure number	Size of park area, including lake (acres)	Size of lake (acres)
1. Bad Axe	Vernon	11	778	78
2. Twin Parks	Iowa	7	134	11
3. Twin Parks (in connection with Gov. Dodge)	Iowa	15	148	148
4. W. Fork Kickapoo	Vernon	1	443	54
5. Glen Hills	Dunn	10	612	84
6. Plum Creek	Pepin and Pierce	2D	611	129
7. Plain-Honey Creek	Sauk	3	989	104
8. Otter Creek	Iowa	9	1,266	220
9. Tri Creek	Monroe	3	699	88
10. Blackhawk Kickapoo	Crawford and Vernon	5	422	43
11. Poplar River	Clark	1	1,092	285
12. Pine River	Richland	2	523	47
13. Pine River	Richland	36	2,503	500
14. Knapps Creek	Richland	22	1,330	217
15. Blue River	Grant	16	1,932	308
Total			13,482	2,316
Average			899	154

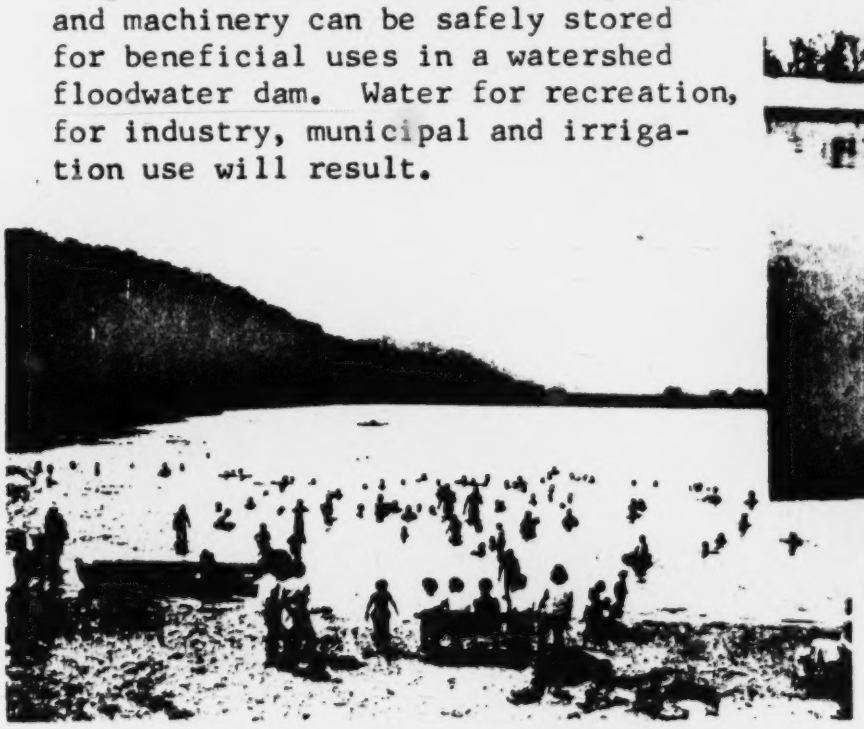
Source - State office, Soil Conservation Service, USDA, Madison, Wisconsin

In all instances, group or community action play a major role in providing the recreation activities. The local watershed association not only wanted flood control, but they were also interested in making use of the resulting lake impoundment for recreation purposes. Many of the new lakes are located in areas where natural lakes are scarce. Swimming, fishing, hiking, and picnicking facilities, as well as shelter houses, are now available in communites where they had previously been inadequate or lacking.

Figure 1

RECREATION DEVELOPMENT OPPORTUNITIES IN WISCONSIN'S WATERSHEDS

FLOODWATER that damages our homes, crops, schools, industries, highways, and machinery can be safely stored for beneficial uses in a watershed floodwater dam. Water for recreation, for industry, municipal and irrigation use will result.



Source - "Watershed Work in Wisconsin." Soil Conservation Service State office, Madison, Wisconsin.

Description of recreation activities in the watershed

Water-based recreational activities, as would be expected, dominate the types of recreation provided in the watershed. The newly created multi-purpose lake obviously attracts people interested in such activities as swimming, fishing, boating, and canoeing. Land-based activities include picnicking, hiking, and camping, often close to or adjacent to the lakeshore. The water impoundment is the most important resource, but of almost equal importance is the surrounding park, which insures continual public access to the water and a chance to control water pollution in future years.

Table 2 lists the facilities and equipment provided at the multi-purpose recreation developments; 24 separate items were reported for 14 of the recreation developments.

Table 2. Equipment and facilities at 14 recreational developments, involving 13 Wisconsin small watershed projects, 1970 (Public Law 566)

Recreational equipment and facilities	Unit	Total number of units reported	Average cost per unit (1970 prices) (dollars)
1. Shelter house	Each	21	6,500
2. Swimming beach	Feet	3,780	27
3. Car parking	Each	1,544	115
4. Picnic tables	Each	1,743	65
5. Picnic areas	Acre	216	200
6. Car-trailer parking	Each	241	160
7. Camp units	Each	596	250
8. Grills	Each	684	53
9. Fencing	Rod	22,800	6
10. Bath house (men)	Each	13	2,400
(women)	Each	13	2,700
11. Toilet sets (Small)	Each	43	3,000
(large)	Each	30	5,400
12. Boat-launching ramp	Each	14	1,000
13. Water pressure system	Each	13	2,800
14. Water distribution system	Each	13	3,500
15. Wells	Each	46	1,800
16. Electrical system	Each	7	1,600
17. Access roads (blacktop)	Feet	44,800	5
18. Internal roads (blacktop)			
One-way	Feet	30,980	5
Two-way	Feet	65,720	7
19. Culverts	Each	7	1,200
20. Bridges	Each	1	12,000
21. Foot bridges	Each	38	200
22. Lifeguard tower	Each	1	800
23. Disposal units	Each	11	6
24. Directional signs	Each	130	70

Source - State office, Soil Conservation Service, USDA, Madison, Wisconsin.

The average cost per unit of equipment, shown in the Table, is based on a 1970 estimate, and therefore does not necessarily reflect the average actual cost paid out under the approved project. Costs have increased substantially since 1963, the year the first recreation development was planned.

All developments reported shelter houses, either completed or planned. One park had three shelter houses, five had two. Prices averaged $6,500, ranging from $3,000 to $13,500.

The swimming beach is one of the more important facilities. The 14 developments averaged about 300 linear feet of beach, with a range of 80 to 700 feet. The average unit cost per foot, based on 1970 costs, would be about $27. A 200-foot beach cost around $12,000 to develop adequately for public use. This would be $30 per foot. Some of the older development costs were as low as $10 to $15 per foot.

Adequate parking for cars is necessary, but is often expensive. Estimates for the 14 recreation developments averaged about $100 per car. Based on 1970 costs, this would amount to around $115. Space was provided for 110 cars per development on the average, with a range of 15 to 250. Total cost ranged from $1,500 to $20,000, with an average of around $10,600.

Picnicking is often mentioned as one of the most popular outdoor recreation activities. Over 1,700 picnic tables were located at, or were planned for, the 14 parks; the average was almost 125 tables per park. The 1970 cost would be approximately $65 per table. Many of the tables cost from $30 to $40. The number of tables per park ranged from 20 to 280. Total costs averaged from $700 to $9,800.

The designated picnic areas averaged 16.6 acres per development, at a cost of about $200 per acre. Acreage ranged from 5 to 50 acres.

Car-trailer parking, provided in 13 of the 14 parks, averaged 18.5 acres. Development costs varied from $120 to $150 per acre; 1970 costs were estimated at $160 per acre.

Camp units, including space for tents, etc., were available at 10 of the 14 parks. They averaged about 60 units per park, ranging from 10 to 120 units; 1970 estimated cost was $250 per unit.

Grills, located at all of the parks, were installed at prices ranging from $15 to $45. The 1970 estimated cost was $53 per grill.

Other importar. costs included fencing, bath houses for men and women, toilet facilities, water pressure and distribution systems, and electrical systems. Culverts, bridges, and lifeguard towers were built or installed in a few instances. Construction of adequate access roads and internal roads within the park were high-cost items.

All of these items must be considered in these types of recreational developments. Intensive planning, plus technical know-how, are essential. The estimated total cost of the 14 recreation developments are ranked below. Included are the costs of creating the lake impoundment, establishing the park, and providing the recreation equipment and facilities shown in Table 2.

1.	$ 41,350	8.	$160,709
2.	64,390	9.	165,986
3.	65,566	10.	192,020
4.	94,779	11.	202,650
5.	117,350	12.	233,442
6.	124,153	13.	241,775
7.	137,215	14.	279,772

Some of the above estimated costs go back to 1963. In order to obtain a reasonable 1970 estimate, at least an additional 20 percent should be added.

These multi-purpose recreational developments exist because of community action--interested people cooperating at the local level. The people were concerned with flood control but they also planned for another important use--recreation.

A watershed is just another area until local people organize an association in the community and initiate action to develop its resources. The local watershed association has been and continues to be an important instrument for providing needed public recreational facilities in Wisconsin. Local people, working together, created or planned 15 new lakes and adjacent parks. Most

important, the projects are in areas of the State which lack adequate lakes and public lands.

This section of the report has placed emphasis on the utilization of resources within designated Wisconsin watersheds. Recreation participation is confined principally to water-based activities, promoted through local associations--the association being the vehicle for making "community action" possible.

FHA RURAL COMMUNITY RECREATIONAL DEVELOPMENTS

Rural community recreational developments, through loans made by the Farmers Home Administration, is another example of community action providing needed facilities. (FHA is a credit agency of the U. S. Department of Agriculture.) These developments differ substantially from the recreational developments in the watersheds. In most instances, they are land-based instead of water-based. Also, the nonprofit corporation or municipality, rather than an association, is usually the vehicle for community action.

General characteristics

Twenty-five recreation loans made by FHA were examined. The majority of these loans were made to nonprofit corporations, organized under Wisconsin statutes and in accordance with standards established by FHA.

The maximum repayment period was 40 years; the maximum interest rate was 5 percent. Total indebtedness for an association could not exceed $4 million. FHA required that the association recreation loans be secured in the best possible manner, in order to protect the Government's interest. Bonds or notes pledging taxes, assessments, or revenues could be accepted as security, providing necessary statutory requirements were complied with. A mortgage could also be taken on the organization's facilities if such security was required.

This FHA type of financing was provided under rules and regulations which were in effect at the time the credit was advanced. Most of the funds were provided by private lenders and insured by the government. FHA also agreed to assist recreation association loan applicants in making preliminary findings concerning economic soundness, cost estimates, organization, financing, and management.

Applications were made at the FHA local county offices, where the staff explained how to prepare a written application. The FHA made periodic inspections to see that funds were used as agreed upon and that construction met approved standards.

FHA loans for the 25 facilities averaged about $128,000, with a range of $30,000 to $298,000. In general, the larger loans (including the loan for $298,000) and the majority of loans were made for constructing or up-dating existing golf courses and associated facilities. Altogether there were 17 nine-hole and two 18-hole courses. The six other facilities included a boat harbor, a hunting association, a park, a skating rink, a skiing enterprise, and a swimming and camping facility.

The membership of the enterprises averaged around 190, ranging from 95 to 362 persons. Memberships totaled some 4,500 for all enterprises. On the average, the recreation developments had been in business only a short time--about 2½ to 3 years. The time varied, however; one golf course had been in business 45 years.

Information was obtained on the amount of land associated with each enterprise and the acres of cropland that had been converted to recreation use. Table 3 shows the acreages by types of enterprises.

Table 3. Land use conversion, by types of recreational enterprise, Wisconsin

Type of enterprise	Number of enterprises	Average size (acres)	Land formerly in crops (acres)
9-hole golf courses	17	117	88
18-hole golf courses	2	149	128
Boat harbor	1	-	-
Hunting preserve	1	20	20
Youth activities park	1	-	-
Swimming and camping development	1	47	-
Park development	1	280	-
Skiing complex	1	43	-

Source - Farmers Home Administration, State office, Madison, Wis., 1970.

Golf courses are heavy users of farmland, particularly former cropland. The 17 nine-hole courses averaged 88 acres of cropland, for a total acreage of 1,496. The two 18-hole courses averaged 128 acres, for a total of 256. The 19 golf courses had a grand total of 1,752 acres of converted cropland.

FHA loans to the 19 golf courses averaged $164,000 for the 9-hole and $225,000 for the 18-hole facilities (Table 4). Membership came principally from rural areas and small towns with less than 5,000 population. The FHA loans were for 40 years, with 5 percent interest.

Of the six enterprises other than golf courses, only two obtained credit to start a completely new recreational enterprise. The remaining four used borrowed funds for up-dating already existing facilities. Table 5 provides some descriptive and financial information regarding these loans.

The boat harbor had the smallest FHA loan. This loan differed from the others in that it was made to a village instead of a nonprofit corporation. The village was small (about 180 people), and the residents thought a boat harbor might stimulate the local economy. Their main source of income was the rental of slips in the harbor off the Mississippi River.

Table 4, Golf course enterprises with FHA loans, Wisconsin, 1970

Items	Unit	Typical 9-hole golf course	Typical 18-hole golf course
Total acres	Acres	117	149
(a) formerly in cropland	do.	88	128
Total membership	Numbers	176	279
(a) from rural areas	Percent	22	22
(b) from towns under 5,000	do.	71	69
(c) from cities	do.	7	9
Annual dues - single	Dollars	60	90
Annual dues - family	do.	85	120
Initial contribution	do.	100	50
Financial data			
(a) total capital investment	do.	198,000	298,370
(b) total liabilities	do.	182,000	267,670
(c) net worth	do.	16,000	30,700
Loan data			
(a) initial loan	do.	120,500	153,000
(b) second loan	do.	43,500	72,000
(c) total	do.	164,000	225,000
(d) interest rate	Percent	5	5
(e) repayment period	Years	40	40

Source - Farmers Home Administration State Office, Madison, Wisconsin.

Table 5. FHA recreational developments other than golf courses, Wisconsin, 1970

	Unit	Boat harbor	Shooting preserve	Youth activities park	Swimming, camping development	Village park	Skiing complex
FHA loan	Dol.	30,000	60,000	80,000	105,000	75,000	98,000
Land area	Acres	-	20	25	47	47	43
Membership	No.	189	362	207	0	102	125
Operating Budget							
Income (est.)	Dol.	5,500	12,700	33,000	-	7,600	23,000
Operating and maintenance expense	Do.	1,650	6,950	20,050	-	1,950	10,600
Debt repayment	Do.	2,550	3,500	5,204	-	4,371	6,720
Total assets	Do.	35,223	15,350	91,000	-	680	132,874
Reserve	Do.	500	400	1,200	-	500	1,000

Source - Farmers Home Administration State Office, Madison, Wisconsin.

The hunting preserve listed was originally started in the 1940's. The FHA loan was used to improve and expand the existing facilities, and to purchase additional land that could be used for nature trails in summer and snowmobile trails in winter.

The development listed as "youth activities" involved a nonprofit corporation providing year-round recreation for the youth of the community and surrounding area. The activities included figure and rink skating, amateur hockey, archery, Little League baseball, roller skating, and dances. The FHA loan was used to improve the existing skating rink, hire instructors, open a snack bar, build a Little League diamond, provide archery ranges, etc. The association was started in 1960 by businessmen in the community; they used the loan to up-grade their recreational program.

The facility titled "swimming and camping development" was unique in two ways. First, the FHA loan was made to a commission formed by two villages; second, it was made in conjunction with a loan made by the State Soil and Water Conservation Committee (under Public Law 566). These two loans were used to finance the local share of flood prevention and recreational facilities. The FHA loan was used to provide 100 campsites, plus swimming, boating, and picnicking facilities; in addition, the project provided one of the five flood control structures in the watershed.

The development titled "village park" consisted of a concrete dam to form a 15-acre lake within a park. Expenditures included the construction of tennis courts, ball diamonds, a camping area, a bath house, and a shelter house. The people of a small rural village wanted to provide recreational facilities for themselves, and also entice vacationers traveling north to spend time in their community.

The ski development loan was made to a nonprofit corporation originally formed in 1955. Because of limited snow in many of the winters, plus other

problems, this facility was in need of credit by 1965. The corporation used the FHA loan to enlarge and improve the chalet, install a T-bar lift, purchase snowmaking equipment, and generally enlarge and improve the whole facility.

COOPERATIVES--AND RECREATIONAL DEVELOPMENT

In Wisconsin the cooperative is a well-known and established form of community or local action, especially for agricultural purposes. In general, the cooperative idea to further recreational development has not been widely used in Wisconsin. Only during the last few years has it been considered, and then only to a very minor degree.

The Wisconsin Cooperative Directory for 1969 lists 868 cooperatives that are chartered under State statutes; only about 10 of these are involved in recreation activity.

The Farmer Cooperative Service (FCS) of the U. S. Department of Agriculture says that outdoor recreation can provide a new potential for farmer cooperation.[4/] It offers an opportunity for some farmers to increase their incomes. The FCS points out that growing population, longer vacations, greater per capita income, and earlier retirements will increase the pressure for outdoor recreation facilities. Resources controlled by farmers could play an important role in providing such facilities. But, as individuals, many landowners might find it difficult to provide the necessary resources and services for efficient operation; if done cooperatively, it might be feasible. This would be particularly true for those recreation enterprises which cut across property lines, and require large capital investments and specialized managerial ability.

FCS further points out that across the nation, outdoor recreation cooperatives are few in number and are relatively new undertakings. Some cooperatives

4/ Outdoor Recreation--A New Potential for Cooperation. Educational Cir. 28, Oct. 1966. Farmer Cooperative Service, USDA. By Clyde B. Markeson and Job K. Savage.

are only loosely knit arrangements; others are incorporated, providing for limited liability, etc. However, regardless of the degree of cooperation, the primary objectives of these community groups is to help rural people solve problems, provide services, and gain efficiencies that could not be obtained through individual action. This kind of an organizational device could provide an opportunity for developing additional recreational facilities, based on the interests of the community.

Types of recreation cooperatives

The cooperative approach adapts readily to recreation development. Many recreation enterprise operators might find it difficult to supply the wide array of services many customers prefer, but by pooling the recreation resources and services through a cooperative venture, these problems can sometimes be overcome. A group of landowners, for example, can put together several recreation facilities and services that will attract more people for a variety of activities.

FCS reports that basically there are two types of recreation cooperatives--"user controlled" and "resource controlled."[5/] The first type is controlled by the users themselves. In this instance, the cooperative usually purchases or leases rural land and other facilities to provide members of the cooperatives and their families with outdoor recreation activities at cost. Examples of user controlled cooperatives are skiing, tennis, swimming, golf clubs, and trap shooting. All are used by members at cost.

In the "resource controlled" types, the owners organize the cooperative to develop and market recreation facilities and services. Examples are vacation farms, campgrounds, game preserves, or hunting areas. Under a cooperative

5/ Information Bulletin No. 57, Farmer Cooperative Service, USDA, March, 1968. By William R. Seymour.

arrangement, owners of the recreation resources, particularly land and water, can sometimes obtain definite advantages such as diversified recreation, improved services, uniform quality of facilities, joint promotional effort, joint purchase and use of equipment, and limited liability and risk. It all adds up to the fact that recreation resource owners can more effectively utilize their resources when they unite. Group or community action is the important ingredient.

EFFECT OF RECREATIONAL DEVELOPMENT ON THE COMMUNITY

Participation of the local citizenry is implicit in "community action" as a technique for providing recreation facilities. Something happens to the community. Some typical comments made by people in one or another of the communities where a golf course was started suggest that a golf course provides more than just a place to hit a golf ball:

1. This golf course has done a lot for our small community. It meets a need. It has improved community spirit.
2. The clubhouse gives us a good meeting place.
3. We now have a better "all-around local economy."
4. Several industries have located in our area. I think improved recreation helps. Has provided a community meeting place.
5. This was an old facility, up-dated with an FHA loan. It is the only meeting place in town.
6. Has attracted a transformer school to our area. Present business volumes have increased from employment, as well as being a better recreation area.
7. This attracts professional people to area.
8. Fills a definite need--used to capacity.
9. Business and housing increased.

10. Directors of the association feel it will encourage residential property sales.
11. Nearby golf course overcrowded or has restricted membership. We have membership open to everybody.
12. There aren't many recreation facilities close by. Those that are, are overcrowded.
13. Two new industries plan to move in. Golf course will bring more revenue in taxes.
14. A private developer has purchased 100 acres next to course for an 80-acre lake and 70 residential homes. A large motel and gas station and a cooperative shopping center will be constructed near the golf course.
15. School uses golf facility for golf teams and instruction. One new industry interested in building near course.
16. Mobile home factory considered recreation development a major factor when locating here. Ten homes constructed within a one-mile radius of city.
17. Year-round recreation--fishing, snowmobiling, skiing--has been stimulated.
18. Local businessmen have had increased sales because golf course has brought more people.

These statements, although "off the cuff," and probably over-optimistic, reflect the thinking of people well acquainted with the local situation. Significantly, they see more than a golf course or a park just for the home folks. The recreation facility to them, at least, becomes relevant as an economic development stimulator. They imply that new factories will come, more homes will be built, the tax base will expand. To what extent this will happen, of course, is anyone's guess.

Those community recreation projects depend on aggressive community action; they provide the basis for uniting the entire community. Sometimes a multi-community project can foster cooperation among one or more small communities.

A recreational development can affect the social, economic, aesthetic, and environmental values in a community which, in turn, can have its effect upon total rural development. It is this broader application which becomes significant and should be considered by those interested in upgrading our rural areas. In other words, as stated in the introduction, the creation of economic opportunities and a better environment (which includes recreational development) go hand in hand.

The establishment of a single recreation enterprise often provides the basis for the development of a complex. For example, at the time of the survey for this report, one 9-hole and one 18-hole golf course had swimming pools. However, four 9-hole courses were planning future construction. Other activities, such as tennis, archery, shuffleboard, baseball, skiing, hunting, campsites, picnicking, skating, and hiking were being considered. All these indicate a broader interest on the part of the local people than just "golf," or just a clubhouse in which to meet.

It is important that many local people were willing to donate time to insure the success of this kind of a "community action" venture. The records indicate that the president or secretary of the association or of the nonprofit corporation often had a fulltime occupation as farmer, laborer, manager, salesman, office worker, or in a retail business or, in a few instances, as a teacher, school administrator, or veterinarian. These varied occupations represent a cross section of the average community, and are the lifeblood of a growing community force which we have chosen to call "community action."